

**BY ORDER OF THE  
SECRETARY OF THE AIR FORCE**

**DEPARTMENT OF THE AIR FORCE  
POLICY DIRECTIVE 25-2**



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**Logistics Staff**

**SUPPORT AGREEMENTS**

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This directive implements Department of Defense Instruction (DoDI) 4000.19, *Support Agreements*. It establishes the framework for intragovernmental, and governmental to non-governmental support agreements; institutes policies, responsibilities, and procedures for management of the Department of the Air Force (DAF) support agreement program. This publication applies to all civilian employees and uniformed members of the United States Space Force, the Regular Air Force, Air Force Reserve, Air National Guard, and those with a contractual obligation to abide by the terms of DAF issuances, except where noted otherwise. Ensure all records generated, as a result of processes prescribed in this publication, adhere to Air Force Instruction 33-322, *Records Management and Information Governance Program*, and are disposed of in accordance with the Air Force Records Disposition Schedule which is located in the Air Force Records Information Management System. Refer recommended changes and questions about this publication to the office of primary responsibility using the DAF Form 847, *Recommendation for Change of Publication*; route DAF Forms 847 from the field through the appropriate functional chain of command. This Department of the Air Force Policy Directive cannot be supplemented.

**SUMMARY OF CHANGES**

This document has been substantially revised and must be completely reviewed. Major changes include changing the publication title from Air Force Policy Directive 25-2, *Support Agreements*, to Department of the Air Force Policy Directive 25-2, *Support Agreements*, and identifying organizational approval authorities authorized to enter into support agreements.

**1. Overview.** This directive applies to DAF intragovernmental and governmental to non-governmental support agreements. This directive does not cover Intergovernmental Support Agreements as authorized in 10 United States Code (USC) § 2679, *Installation Support Services*. Parties wishing to enter into an Intergovernmental Support Agreement must refer to DAFPD 90-22, *Air Force Community Partnership Program*.

1.1. When no other specific statutory authority to enter into an intragovernmental support agreement exists, 31 USC 1535 *Agency Agreements* will be used as the authority to create a buyer/seller agreement or support agreement for goods or services. Section 1535 states the head of an agency or major organizational unit within an agency may place an order with a major organizational unit within the same agency or another agency for goods or services.

1.2. For governmental to non-governmental support agreements, the authority to enter into the agreement must be specified in the agreement.

## **2. Policy.**

2.1. Senior Department of the Air Force leaders will seek opportunities to improve quality, efficiency, and effectiveness in providing or obtaining support through support agreements.

2.2. Intragovernmental and governmental to non-governmental support agreements must be in writing (e.g., a Fiscal Service (FS) Form 7600A, United States Government Interagency Agreement (IAA) Agreement Between Federal Agencies, General Terms & Conditions (GT&C) Section, memorandum of understanding (MOU), memorandum of agreement (MOA), or other document memorializing the support agreement) and the terms and conditions must be clear, concise with no possible ambiguity and meet the minimum requirements set forth in DoDI 4000.19 Table 1.

2.3. The United States Department of the Treasury's Government-Invoicing (G-Invoicing) system will be used to develop and document all reimbursable intragovernmental support agreements. If a Trading partner is incapable of using G-Invoicing, the Servicing Agency (Provider) will utilize the most current FS Form 7600A to document the agreement.

2.4. Non-reimbursable support agreements (e.g., MOAs with no expectation of payment and MOUs) will not utilize the FS Form 7600A or the G-Invoicing system. Non-reimbursable support agreements will be initiated, maintained, reviewed, and updated by the appropriate party's Support Agreement Manager using a local identifier number.

2.5. Provider organizations will support Receiver organizations in the manner that maximizes the benefit to the Department of the Air Force as a whole.

2.6. Providers will deliver the same quality and quantity of support to all Receivers as they would provide to their own organizations unless a given Provider and a given Receiver agree to different levels of support in writing.

2.7. Impasses to support agreements are resolved at the lowest level possible and if required, elevated through the affected organization's chain of command for coordinated resolution. If an impasse cannot be resolved through the chains of command, the impasse should enter the dispute resolution process." See Treasury Financial Manual Volume I, **Part 2, Chapter 4700**, Appendix 5; Intragovernmental Transaction (IGT) Guide, Dispute Resolution Process.

2.8. Support agreement amendment, termination, review, transfer, and dispute resolution for agreements will be in accordance with DoDI 4000.19.

2.9. Costs associated with common use infrastructure and indirect costs will not be included in reimbursement charges for other DoD activities except as noted. Charges for defense working capital fund (DWCF) support services will be based on Volume 11B of DoD 7000.14-R, *Financial Management Regulation*. Other/non-DWCFs and DWCFs will charge their customers/tenants for measurable and attributable direct and indirect support costs in accordance with the full cost recovery business model.

### 3. Roles and Responsibilities.

3.1. **Secretary of the Air Force (SecAF).** In accordance with DoDI 4000.19 para 2.4(d), the SecAF establishes the support agreement approval process, including delegating responsibilities and approval authority. The DAF's agreement approval process must clearly designate the type and level of officials who are authorized to execute support agreements in accordance with this issuance.

3.1.1. The following personnel are authorized to enter into support agreements. These personnel may re-delegate such authority to subordinate commanders and staff officers of both the United States Air Force (USAF) and United States Space Force (USSF). All further re-delegations beyond the below addressed positions must be in writing and must be re-accomplished upon the departure of the signatory.

3.1.1.1. Chief of Staff of the Air Force, Vice Chief of Staff of the Air Force, Chief of Space Operations, and Vice Chief of Space Operations.

3.1.1.2. Heads (military or civilian) of Headquarters of the Department of the Air Force 2-letter/Level 2 offices (e.g. AF/A4, SF/COO).

3.1.1.3. All MAJCOM, FLDCOM, Combatant Command identified in DoDD 5100.03, *Support of the Headquarters of Combatant and Subordinate Unified Commands* as supported by the DAF, Direct Reporting Unit (DRU), and Field Operating Agency (FOA) commanders or equivalents.

3.1.1.4. Numbered Air Force, Air Force Center and Complex Commanders or equivalents.

3.1.1.5. Installation, Wing and USSF Delta Commanders (or civilian equivalent).

3.1.2. Initial and Final Approval Authorities will be designated in writing by name for each level identified above for reimbursable, intragovernmental support agreements and to oversee the local support agreement program.

3.1.3. Support Agreement Managers will be appointed in writing to manage the above identified support agreement programs.

3.2. **The Deputy Chief of Staff, Logistics, Engineering and Force Protection (AF/A4).** As delegated by the SecAF, AF/A4 will:

3.2.1. Appoint a DAF Agreements Manager responsible for program oversight and development of guidance to implement intragovernmental and governmental to non-governmental support agreements.

3.3. **The Assistant Secretary of the Air Force for Financial Management and Comptroller (SAF/FM).** SAF/FM through SAF/FMF will develop financial management in support of the DAF support agreement program.

3.3.1. Is the DAF G-Invoicing implementation lead.

3.3.2. SAF/FMF is designated the Initial Approval Authority for DAF service level reimbursable, intragovernmental support agreements.

3.4. **The Deputy Chief of Staff Manpower, Personnel and Services (AF/A1).** AF/A1, through AF/A1M, will develop manpower and personnel related support agreement guidance and instructions to implement the policy in this directive.

FRANK KENDALL  
Secretary of the Air Force

**Attachment 1****GLOSSARY OF REFERENCES AND SUPPORTING INFORMATION*****References***

10 USC § 2679, *Installation Support Services*

31 USC § 1535, *Agency Agreements*

31 USC § 1536, *Crediting Payments from Purchases Between Executive Agencies*

DODD 5100.03, *Support of the Headquarters of Combatant and Subordinate Unified Commands*

DODI 4000.19, *Support Agreements*, 16 December 2020

DAFPD 90-22, *Air Force Community Partnership Program*, 21 April 2021

AFI 33-322, *Records Management and Information Governance Program*, 23 March 2020

***Adopted Forms***

DAF Form 847, *Recommendation for Change of Publication*

Fiscal Service Form 7600A, *United States Government Interagency Agreement (IAA) Between Federal Agencies General Terms & Conditions Section*

Fiscal Service Form 7600B, *United States Government Order Form*

***Abbreviations and Acronyms***

**AFPD**—Air Force Policy Directive

**DAF**—Department of the Air Force

**DAFPD**—Department of the Air Force Policy Directive

**DoDD**—Department of Defense Directive

**DoDI**—Department of Defense Instruction

**DRU**—Direct Reporting Unit

**FLDCOM**—United States Space Force Field Command

**FOA**—Field Operating Agency

**FS Form**—Fiscal Service Form

**G-Invoicing**—Government Invoicing

**GT&C**—General Terms and Conditions

**IAA**—Interagency Agreement

**MAJCOM**—United States Air Force Major Command

**MOA**—Memorandum of Agreement

**MOU**—Memorandum of Understanding

**OPR**—Office of Primary Responsibility

**USAF**—United States Air Force

**USC**—United States Code

**USSF**—United States Space Force

### *Office Symbols*

**AF/A1**—Deputy Chief of Staff Manpower, Personnel and Services

**AF/A1M**—Manpower, Organization, and Resources Division

**AF/A4**—Deputy Chief of Staff for Logistics, Engineering and Force Protection

**SAF/FM**—Assistant Secretary of the Air Force for Financial Management and Comptroller

**SAF/FMF**—Assistant Secretary of the Air Force for Financial Management and Comptroller, Financial Operations

**SF/COO**—Space Force Chief Operations Officer

### *Terms*

**Final Approver**—The designated approval authority within the agency program area that will provide final approval for the terms of the reimbursable, intragovernmental support agreement. Final Approvers may designate Proxy Signature individuals by name to sign on their behalf in the G-Invoicing system.

**Initial Approver**—The designated approval authority within the agency that can verify funding information associated with a reimbursable, intragovernmental support agreement is appropriately documented on the FS Form 7600A (cost estimate) and can provide actual cost funding approval on behalf of their agency on the FS Form 7600B, *United States Government Order Form*. Initial Approvers will be assigned from the organizational Comptroller. Initial Approvers may designate Proxy Signature individuals by name to sign on their behalf in the G-Invoicing system.

**Common Use Infrastructure**—The roads, grounds, and facilities on an installation that are available to all authorized personnel and are not provided for the exclusive use of any subset of the authorized personnel. Common use infrastructure is maintained by the installation owner.

**Impasse**—A situation in which no progress is possible, especially because of disagreement; a deadlock.

**Memorandum of Agreement**—A document used to memorialize an agreement and execute or deliver support with or without reimbursement between any two or more parties. When a support agreement involves reimbursement, the information specified in the MOA can be used to further detail terms and conditions in the FS Form 7600A.

**Memorandum of Understanding**—A document used to memorialize a mutual understanding between any two or more parties that does not contain an expectation of payment, and under which the parties do not rely on each other to execute or deliver on any responsibilities.

**Provider**—The party (also known as the “Servicing Agency” on FS Form 7600A and the GT&C portion of G-Invoicing) that provides support to the Receiver. It is also known as the “host” in a host-tenant agreement or support service provider in a support service agreement.

**Proxy Signature**—An individual or individuals designated by an Initial or Final Approver to sign on their behalf in the G-Invoicing system. The Proxy Signature appointee does not have authority to negotiate the agreement unless also designated as a SAM. Proxy Signature appointees do not have authority to approve an agreement as either an Initial or Final Approver.

**Receiver**—The party requesting support from the Provider. It is also known as the “requesting agency” on FS Form 7600A and the GT&C portion of G-Invoicing or the “tenant” in a host-tenant support agreement.

**Support**—Supplies or services provided by a Provider to a Receiver. (DoDI 4000.19)

**Support Agreement**—A negotiated arrangement between parties to provide or receive support.